

# Looking Back at 118 Years of Progress, Projects, and People

A History of the Bureau of Reclamation October 7, 2020

#### **President Theodore Roosevelt**

26th President 1901-1909



Theodore Roosevelt Dam dedication March 18, 1911



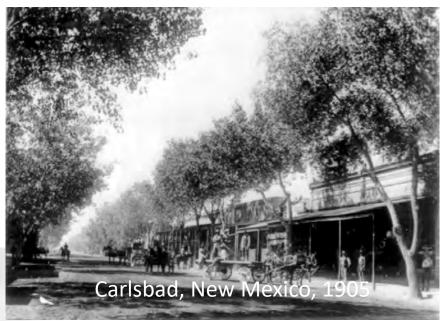


### **Early Construction on Reclamation Projects**





### Western Settlement and Agriculture









#### The Reclamation Act

June 17, 1902, President Theodore Roosevelt signed the Reclamation Act.

- The Reclamation Act provided:
  - A Reclamation Fund
    - Public land sales revenues
  - Secretary of the Interior to construct projects
  - Beneficiaries would repay construction costs in 10 years
    - Quickly proven unrealistic and changed to 20 years, then 40 years, then longer
  - Acreage limitation of 160 acres
  - Residency requirement
  - Recognized state and territorial water laws
  - Directed that the Secretary of the Interior must operate within that law

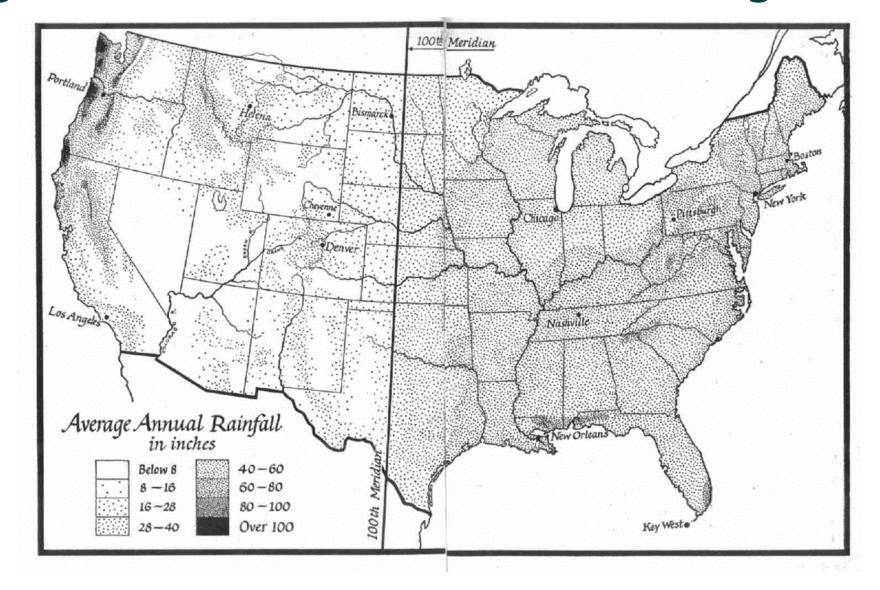


#### To Settle the American West

- Similar to previous congressional efforts
- Earlier acts placed the burden of improving lands on settlers
  - 1862 Homestead Act
  - 1877 Desert Lands Act
  - 1894 Carey Act
- Reclamation Act placed the Federal Government in the central role
  - Construction of irrigation Facilities
  - Federal Government became a major player in western water issues

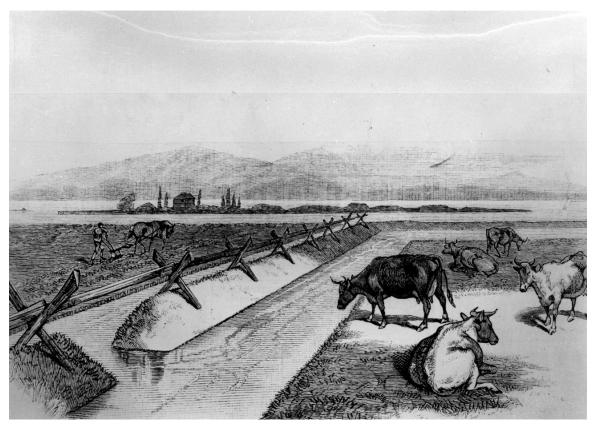


### Dividing Line between Arid and Humid Regions





### 19<sup>th</sup> Century Irrigation









#### **Creation of Reclamation**

- Frontier recognized as closed in 1890
  - West still sparsely populated
  - Arid West required water development
    - Irrigation
    - Municipal and industrial
- Strong political pressures in the West promoted Federal irrigation
  - Politicians
  - Farmers
  - Developers
  - Railroads



### Ideals Shaping the Reclamation Act

- Western settlement would act as a "safety valve" to ease urban tensions in the East . . .
  - Immigration from southern and eastern Europe
  - Labor and class turmoil







### Ideals Shaping the Reclamation Act ...

- Foster homemaking in the American West
- Jeffersonian Ideal: Independent farmers strengthen American democracy (Yeoman Farmer)

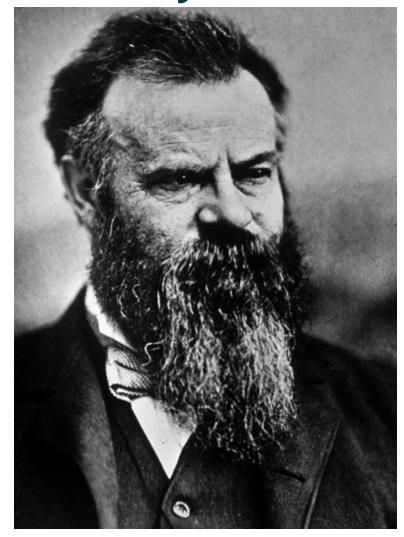
#### THE YEOMAN FARMER

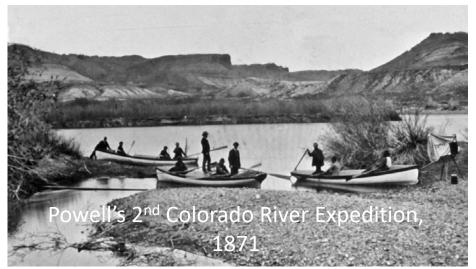
- Jefferson believed passionately in the power of the yeoman farmer, the ideal incarnation of Jeffersonian self-reliance.
- He felt that people were innately good, and that a government could bring out the best in its people, transforming them into responsible citizens, if it gave them the land and mechanical resources to build lives for themselves without the need for further assistance.

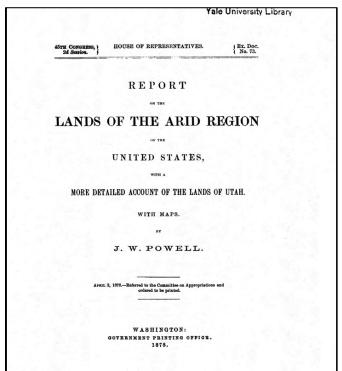




### John Wesley Powell









### **Powell Survey**

- Powell survey ended in 1893
- Criticized for removing large areas of land for settlement
- Disagreed with Congress' overoptimistic vision of water development
- Other mitigating factors:
  - United States suffering economic depression
- USGS continued studies; became foundation for Reclamation project



### Captain Hiram M. Chittenden, **US Army Corps of Engineers**



55TH CONGRESS, ) HOUSE OF REPRESENTATIVES. ( DOCUMENT

PRELIMINARY EXAMINATION OF RESERVOIR SITES IN WYOMING AND COLORADO.

#### THE SECRETARY OF WAR,

A LETTER FROM THE CHIEF OF ENGINEERS, TOGETHER WITH A REPORT FROM CAPTAIN CHITTENDEN OF A PRELIMINARY EXAMINATION MADE BY HIM OF CERTAIN RESERVOIR SITES IN THE STATES OF WYOMING AND COLORADO.

DECEMBER 10, 1897 .- Referred to the Committee on Irrigation of Arid Lands and ordered to be printed.

> WAR DEPARTMENT, Washington, December 9, 1897.

SIR: I have the honor to transmit herewith a letter from the Chief of Engineers, dated December 6, 1897, together with copy of a report from Capt. Hiram M. Ohittenden, Corps of Engineers, dated November

from Capt. Hiram M. Unittenden, Corps of Engineers, dated November 6, 1887, of a preliminary examination made by him. in compliance with the provisions of the river and harbor act of June 3, 1896, of certain reservoir sites in the States of Wyoming and Colorado.

In view of the importance of the subject under consideration and the interest manifested by those to be most deeply affected by the establishment of these reservoirs, if constructed, I heartly concur with the Chief of Engineers in expressing the hope that all the accompanying papers, including charts and maps, be printed. Very respectfully,

R. A. ALGER, Secretary of War.

The Speaker of the House of Representatives.

OFFICE OF THE CHIEF OF ENGINEERS, UNITED STATES ARMY, Washington, D. C., December 6, 1897.

SIR: The river and harbor act of June 3, 1896, provides in section 8 for a number of preliminary examinations, among which is the following:

For the examination of sites, and report upon the practicability and desirability of constructing reservoirs and other hydraulic works necessary for the storage and utilization of water, to prevent floods and overflows, creation of tweether thanks and breaks of levess, and to reservoire the flow of streams during drought and low-water essens, at least one site each in the States of Wyoming and Colorado.



### Chittenden Report, 1897

- Examined reservoir sites in Wyoming and Colorado
- Proposed Government construction of dams for irrigation purposes
- Argued this type of work was government responsibility
- Congress never acted on recommendations



### Western Political Growth, 1890s-1900s

10 territories achieved statehood: Washington, North and South Dakota, Montana, and Wyoming (1888); Idaho (1890); Utah (1896); Oklahoma (1907); Arizona and New Mexico (1912)

Although sparsely populated, the West becomes a force in the U.S. Senate

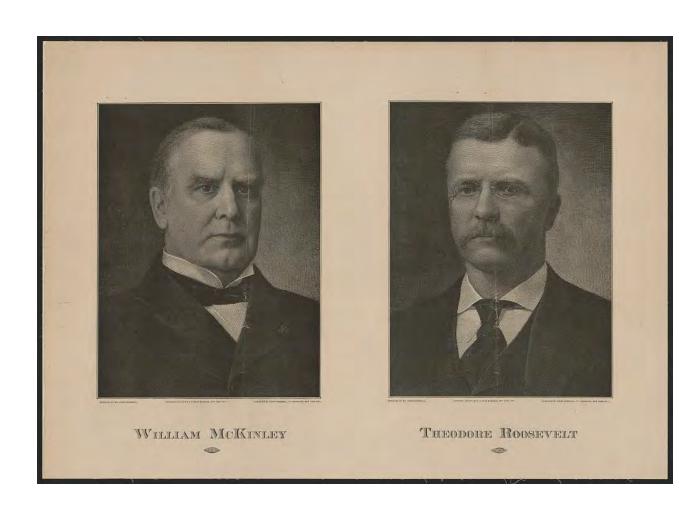
- Powerful voice for irrigation development
- Irrigation cause in national spotlight



# Circumstances Leading to the Reclamation Act

### Assassination of President William McKinley, 1901

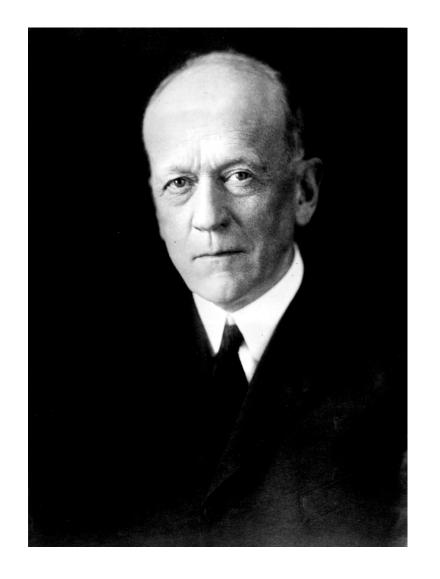
- Theodore Roosevelt becomes President
- Roosevelt's avid support for western irrigation
- Presidential influence to garner votes for passage





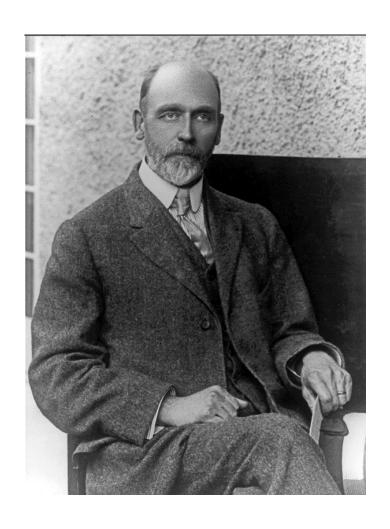
### Charles Doolittle Walcott, USGS Director 1894-1907

- Secretary established the U.S. Reclamation Service (USRS)
- Reclamation Service became independent agency within Interior in 1907





### Frederick H. Newell, First Director of the U.S. Reclamation Service

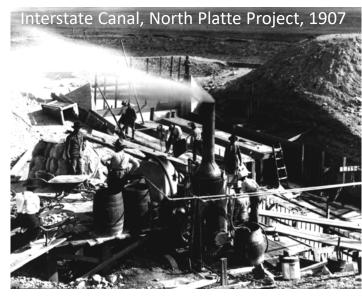


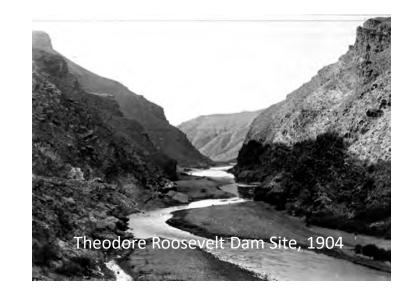
- Initially under the direction of the U.S. Geological Society
  - Became an independent agency in 1907
- 1904-1907 Engineers worked out of state offices
  - Project engineers worked out construction camps
  - 1907 Position of District Engineer developed; oversaw geographical Areas
- 1914: Office of the Chief Engineer opened in Denver
  - Directed all construction activities

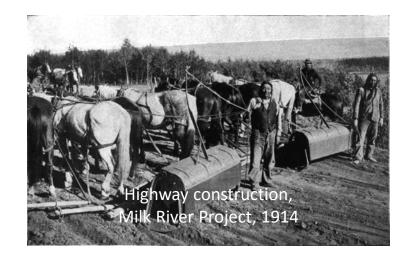
### First Five Projects Authorized













### **Reclamation Activities Heat Up**

#### USRS immediately had to face several issues.

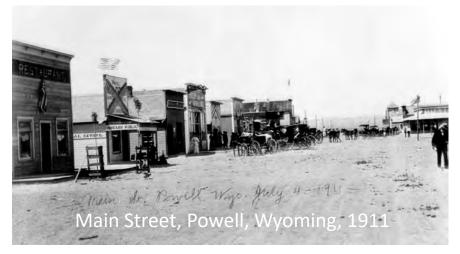
- Politics became involved
  - Every Reclamation state wanted Reclamation projects
  - Local and national political pressure was applied
- Many projects quickly approved
- Several early projects later abandoned not viable
- 1903-1907 23 projects approved by the Secretary of the Interior
- 1907 Reclamation had 6,500 employees
- 1907-1918 Only 3 projects approved
- 1918 Reclamation had about 5,300 employees



### **Reclamation Town Sites**

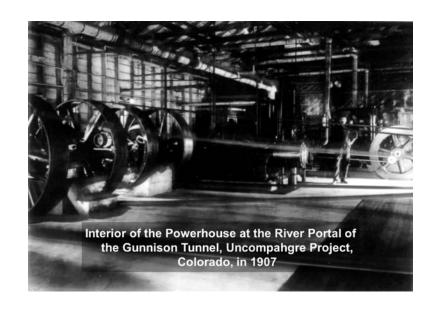






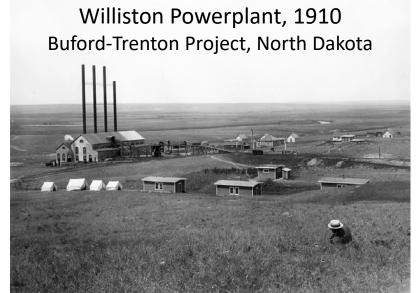


### **Reclamation Power Production**





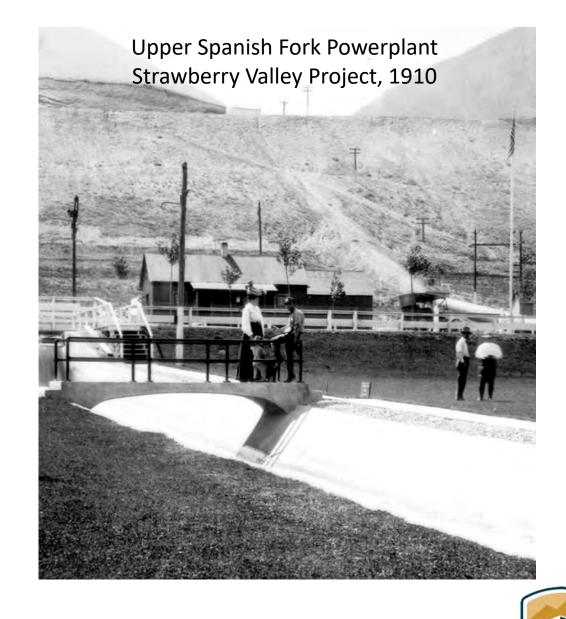






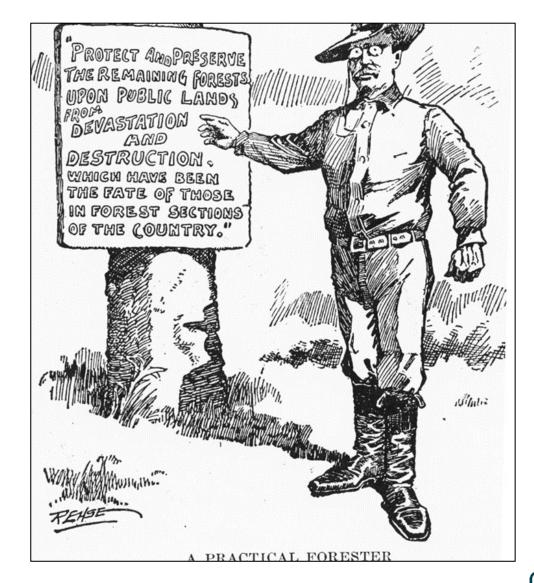
# 1906 Town Sites and Power Development Act

- Permitted water delivery to town sites
- Permitted sale of surplus power from projects
- Power developed primarily for:
  - Project construction
  - Project operation
- Allowed surplus power utilized for M&I purposes on government town sites



## Shaping the Reclamation Act

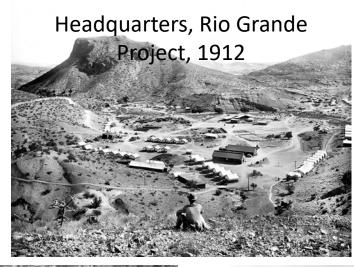
- Conservation ethic for the wise and efficient use of natural resources
  - Progressive Era Conservationism
  - "Utilitarian Doctrine preaching for proper scientific management of natural resources for the greatest good, for the greatest number, over the longest time"

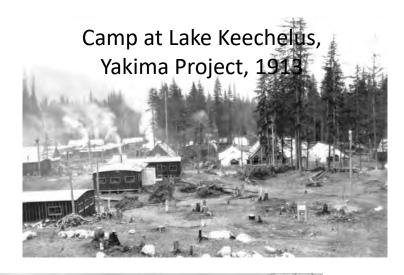




### **Reclamation Construction Camps**













### **Transforming the Environment**



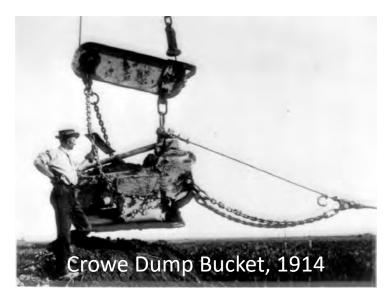


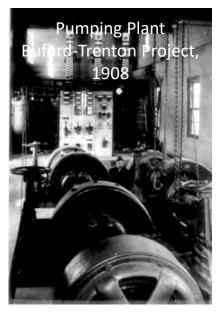






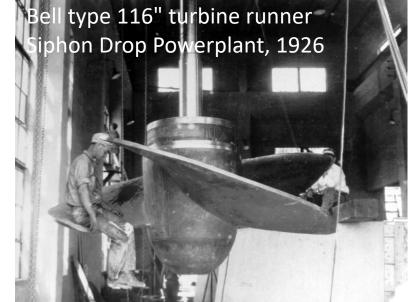
### Moving water and power





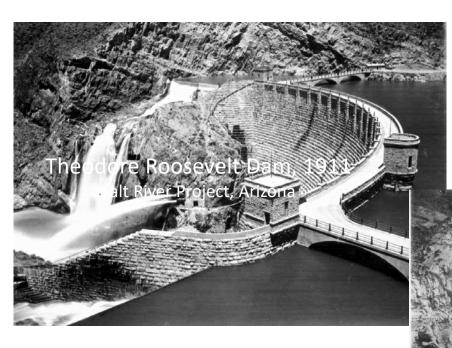




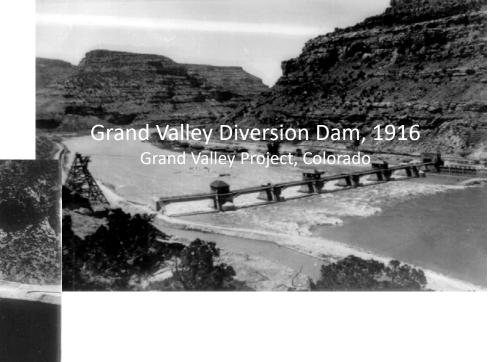




### Accomplishments

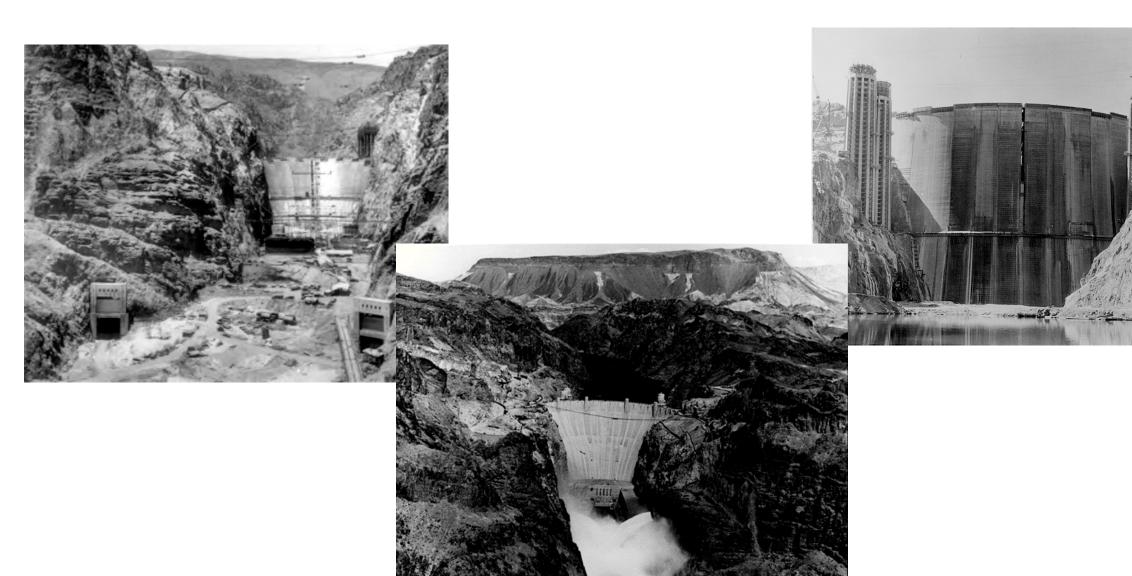


Arrowrock Dam, 1915
Boise Project, Idaho



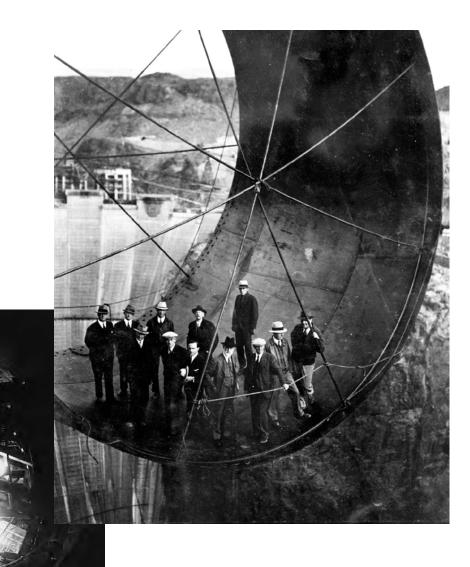


### **Boulder/Hoover Dam Under Construction**

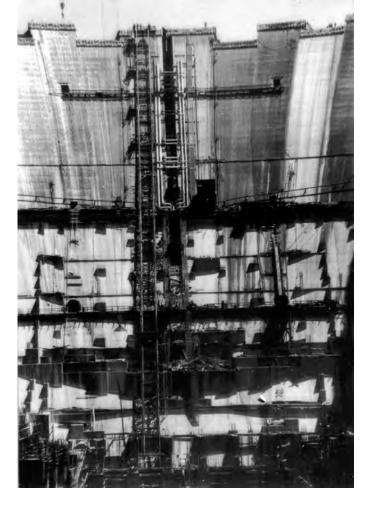


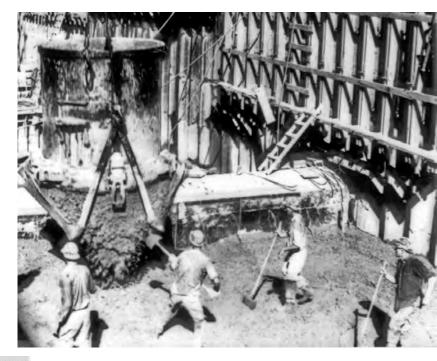










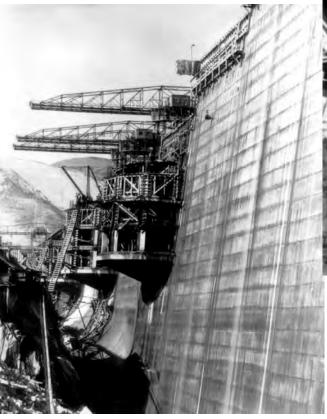


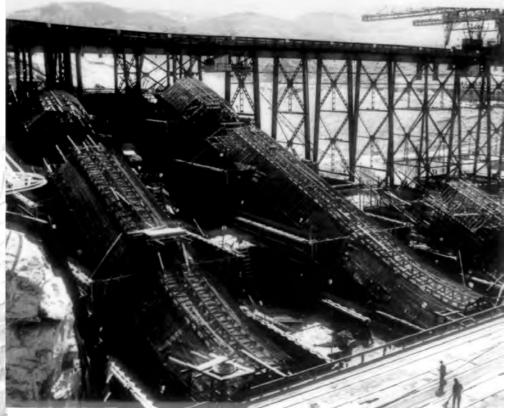




### **Grand Coulee Dam, Washington**







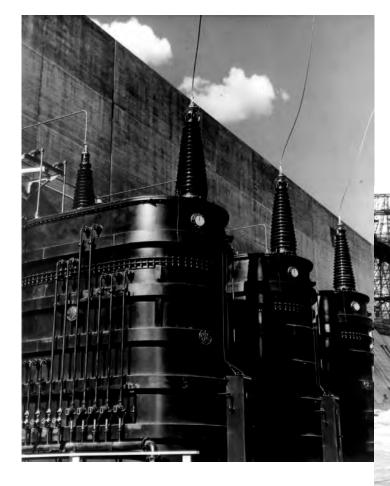


### **Grand Coulee Dam**





### **Grand Coulee Dam**







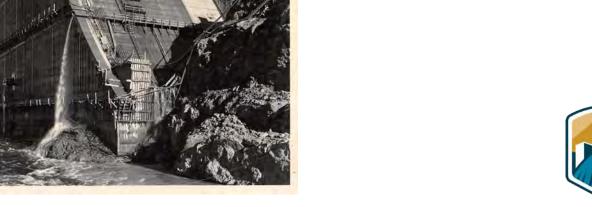
GCA222-117-360008 Setting a 3 1/2 foot ton steam hammer for driving piles in cofferdam connecting section "C" with block 40. Aug. 1936

### Shasta Dam, Central Valley Project, California



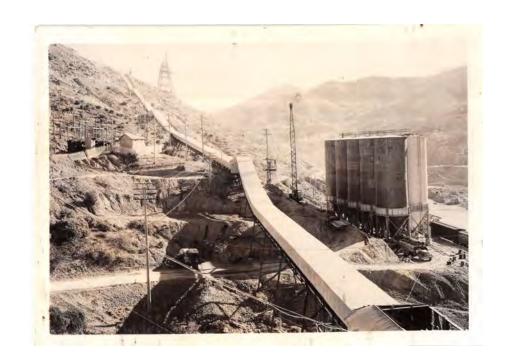






## Shasta Dam, CVP





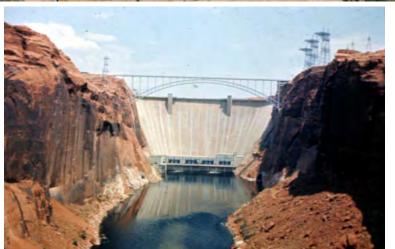




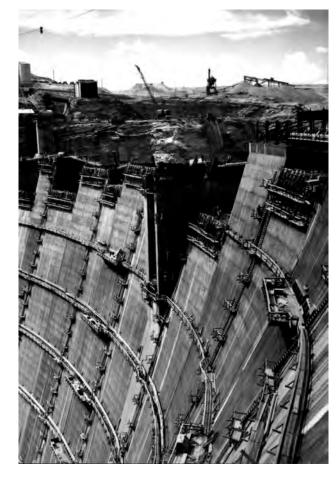


# Glen Canyon Dam











# Glen Canyon Dam





# Planning Post-War Construction

- Pick-Sloan Missouri Basin Program (PSMBP) authorized in 1944
  - A way to employ troops when they returned to a peacetime United States
    - Avoiding widespread unrest among unemployed veterans -- such as after World War I
  - Coincided with flood control needs on the Missouri River
  - PSMBP consciously implemented multipurpose projects
- Other Reclamation projects followed the War's end

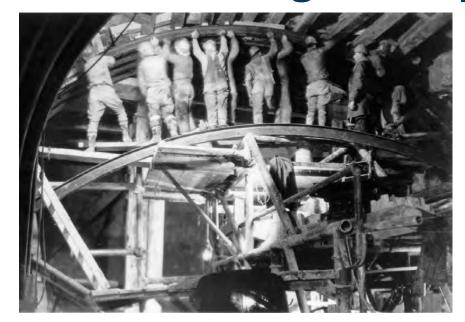


#### Reclamation Reorganization, 1943

- Established seven autonomous regions
  - Pacific Northwest, Region I, Boise, Idaho
  - Mid-Pacific, Region II, Sacramento, California
  - Lower Colorado, Region III, Boulder City, Nevada
  - Upper Colorado, Region IV, Salt Lake City, Utah
  - Southwest, Region V, Amarillo, Texas
  - Upper Missouri, Region VI, Billings, Montana
  - Lower Missouri, Region VII, Denver, Colorado
- Permitted greater interaction with water users
- Administrative and political decisions returned to Washington, D.C.
  - Curbed the power of the Office of Chief Engineer in Denver



### Colorado-Big Thompson, Colorado

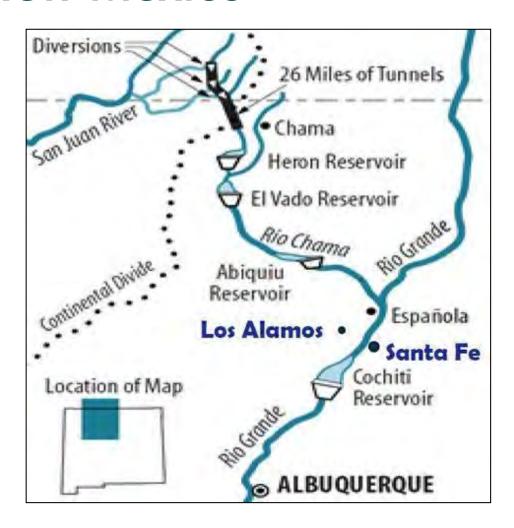








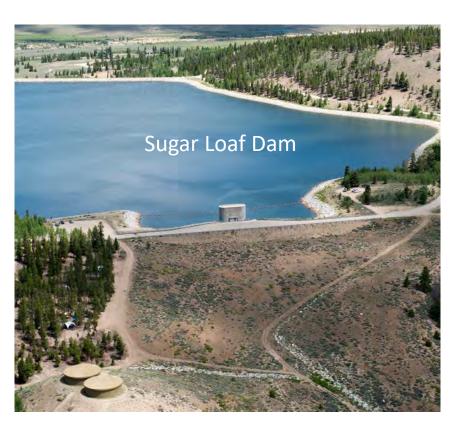
#### San Juan-Chama Project New Mexico

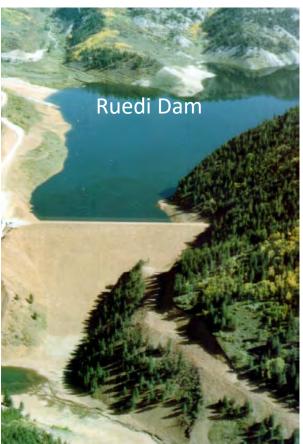


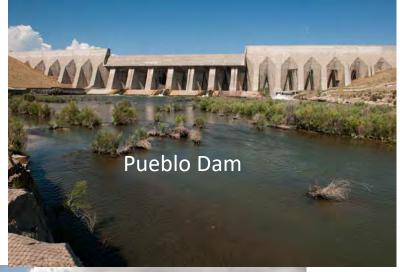




#### Fryingpan-Arkansas Project Colorado











#### Multipurpose Projects

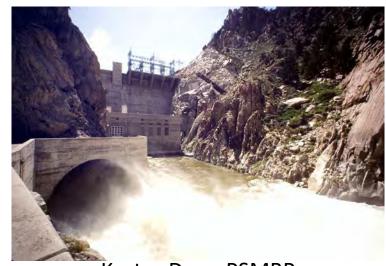
- Multipurpose projects promised to provide greater benefits over a wider area
- Popular combination of hydropower to offset irrigation costs
- Water for municipal and industrial purpose
- Flood control and recreational benefits
- Fish and wildlife enhancements



Canyon Ferry Dam: PSMBP Montana



Angostura Dam: PSMBP South Dakota



Kortes Dam: PSMBP
Wyoming



#### **Hoover Dam Impacts**

Hoover Dam profoundly changed Reclamation.

- Monies came directly from the U.S. Treasury
  - Reclamation Fund could not pay for the project
- Congress finally addressed early Reclamation program funding problems
  - Fundamentally admitted that most irrigation projects did not repay their costs
- Began to look to hydroelectric power revenues to repay the cost of construction



# Hoover Dam (continued)

Reclamation, on behalf of the Secretary of the Interior, became the primary controller of the lower Colorado River

Hoover Dam stored water delivered to the Lower Basin under the Colorado River Compact

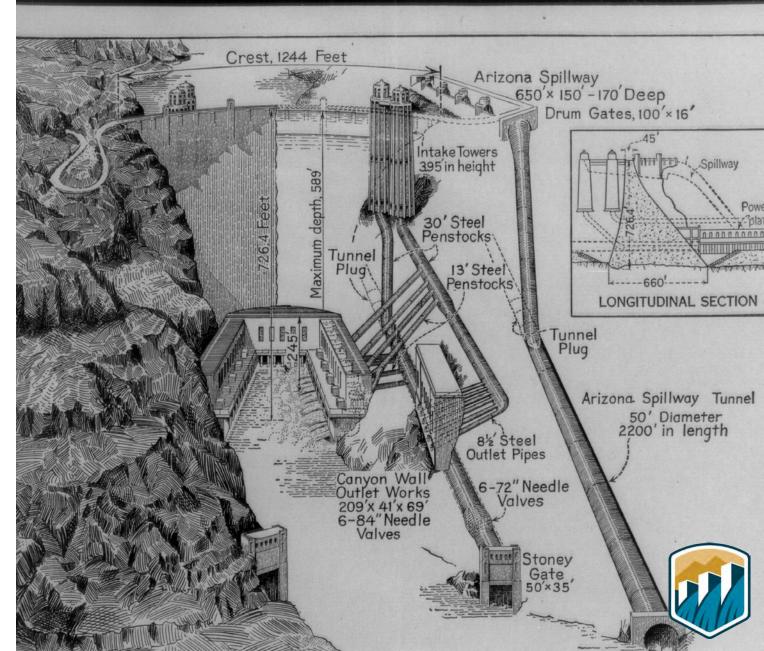
Successful construction at Hoover made Reclamation unquestionably one of the preeminent engineering organizations in the world

Six Companies, Inc., contracted to build Hoover

Followed the pattern of construction by private companies under contract

Reclamation inspected work for quality

## How Hoover Dam Works.



#### Hoover Dam . . .

Hoover Dam carried dam technology and dam construction techniques to new levels.

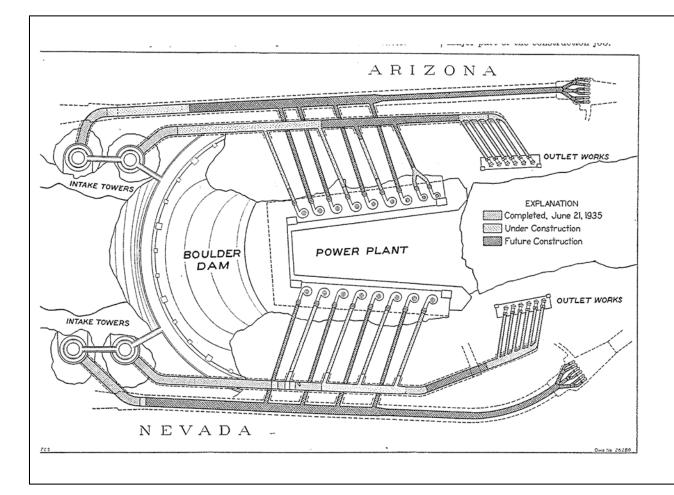
Hoover was the highest dam in the world when it was built

Held that distinction for about 30 years

Reclamation resolved numerous design and technological issues for Hoover

Extreme water pressures
Control of the Colorado River
during construction
Concrete cooling issues
New construction techniques

had to be developed





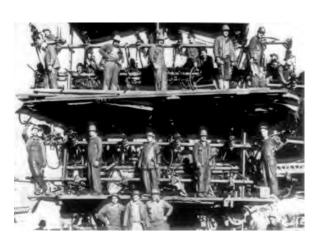
### Finding work at Hoover Dam



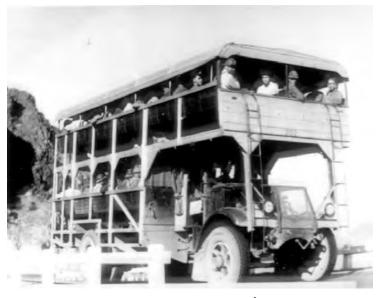
**Employment Office** 



Payday



Jumbo



Going to work



## **Can-Do Spirit**



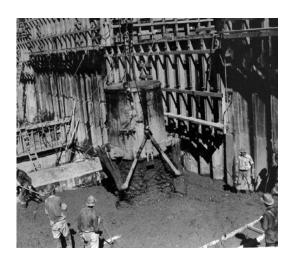
President Franklin D. Roosevelt at Boulder Dam Dedication, September 1935



**High Scalers** 



Hoover Dam construction



Pouring cement



Diversion tunnel construction



Going for a ride



#### Large Dam Era

- Fast-paced construction era mirrored U.S. postwar economic boon
- Reclamation budgets made up over one-half of the Department of Interior budget
- 1942-1949 Congress authorized over 90 Reclamation projects
- 1946 post-World War II Reclamation had staff over 14,000
- 1950 over 18,900 staff an all-time high
  - Under the austerity measures imposed by President Dwight D. Eisenhower, staffing dropped until the mid-1950s when it stabilized at around 10,000

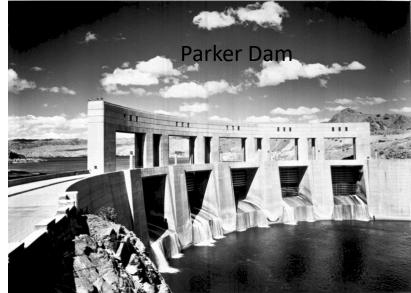


#### 1950-1960 . . .

#### **Construction Activities:**

- Construction proceeded on multiple features of the Central Valley Project
- Reclamation began irrigation phase of Columbia Basin Project
- Power production expanded on the lower Colorado River with Parker and Davis dams





#### 1960s . . .

- Reclamation led by charismatic Commissioner Floyd Dominy
- Even though staffing fluctuated, this period of post-war construction was very active
  - 1960s another 23 were authorized
  - 1960s Reclamation began to build some projects primarily for municipal and industrial water supply









# Third Powerplant Construction Columbia Basin Project, Washington



#### Pacific-Southwest Intertie

- High Voltage (500kV) DC Line
- Enough power to serve 2-3 million LA households
- Completed in 1972, upgraded in 1984 and 2004
- Connects Bonneville hydro power in NW to Southern California
- Line extends about 900 miles





TerraWatts.com



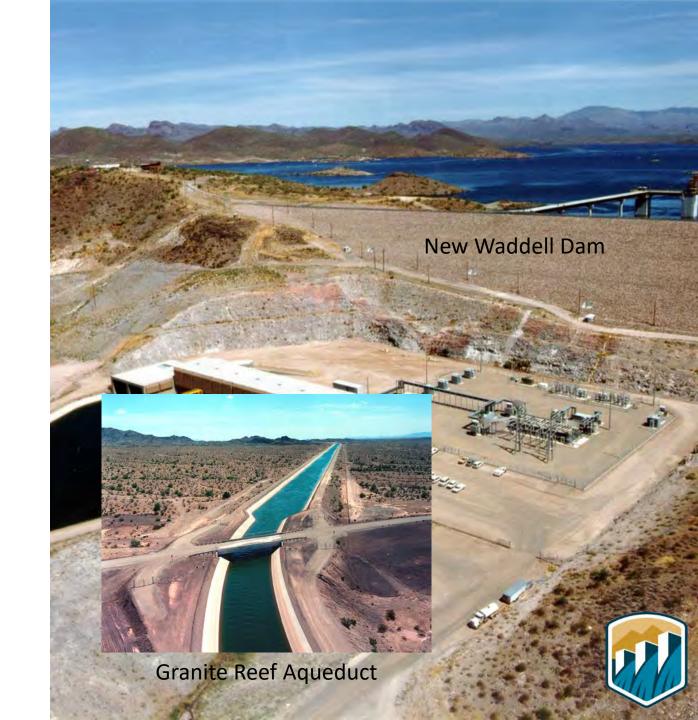
### Missouri Basin Power Substation South Dakota





#### The 1968 Authorization

- Reclamation's last BIG authorization of the 20<sup>th</sup> Century occurred.
- Colorado River Basin Projects
   Act
  - Central Arizona Project
  - Extended Central Utah Project
  - Five small projects in Colorado



#### Beginning in 1960s . . .

Fundamental changes in American society ended large new Reclamation authorizations.

- Stiff budget competition in the Federal Government
  - Costs of the war in Vietnam
  - Social programs of the Kennedy and Johnson administrations
  - Nixon programs
- Americans began to see "public lands" differently
  - American public began to assert oversight over the use of public lands



# Opposition to Colorado River Storage Project & Colorado River Basin Projects Act



#### SHOULD WE ALSO FLOOD THE SISTINE CHAPEL SO TOURISTS CAN GET NEARER THE CEILING?

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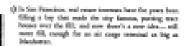
They will not provide seques with water.

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This procession will decide if nonething communicated and fore remains, or nonemony we had here for those who follow. We have been taking oth, therefore, adving people to

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# Changes in the American West

- The West, was becoming more urbanized
  - Hydropower and M&I Development
- Postwar affluence allowed more Americans to see America
  - Perceptions of public lands management
- National and state parks took on greater importance both socially and culturally
  - Getting back to nature









# Changes affecting the Reclamation Program

- An expanded and new environmental consciousness was gaining ground among the American public
  - 1958 Fish and Wildlife Coordination Act amended
  - 1963, 1967 Clean Air Act passed
  - 1966 National Historic Preservation Act
  - 1968 Clean Water Act
  - 1969 National Environmental Policy Act (NEPA)
  - 1973 Endangered Species Act
  - And others
- Each affected the way Reclamation did business



#### **Reclamation 1970s**

- Environmental controls seriously affected Reclamation activities
- Budgetary constraints practically put a stop to new construction
- Causing delays in existing projects
- Reclamation was becoming an agency in transition



#### 1976 Teton Dam Failure

- Environmentalist highlighted fears about dam safety
- Carter's Hit List came the year after the failure
- At Teton Dam, Reclamation:
  - Designed
  - Wrote specifications for
  - Inspected
  - Accepted



Teton Dam, September 1975



Teton Dam, June 6, 1976



#### 1976 Teton Dam Failure (continued)

- This failure resulted in substantial changes in Reclamation
  - Contracting responsibility shifted from the Denver Engineering Center in Denver to the regions
  - Reclamation increased safety factors during design thus increasing costs of projects
  - Some loss of prestige
  - Safety of dam work received more emphasis
  - Confidence within Reclamation and esprit de corps suffered



#### Carter's "Hit List" . . .

- Indicative of this sea change in American attitudes
  - Carter Hit List in 1977 identified water projects he believed should be stopped
    - After thorough review, Congress did cancel some projects
    - Most projects continued though often altered
  - 1977 WAPA created
    - Deliver and marketed power produced by Reclamation
  - Since then political and budgetary constraints prevented initiation of major new projects
  - Few good dam sites remained
    - Projects much more expensive
    - More technological issues

# Carter Yields, OKs Nine Water Projects

WASHINGTON — (UPI) — President Carter announced Monday that nine water projects be threatened to terminate would be continued, but said he was recommending that 18 projects be halted and major modifications made in five others.

No specific reasons were given for retaining the nine projects.

"cooperate with me in eliminating wasteful and destructive spending on water projects." Congress had threatened to provide money for some of the projects anyway when 30 of them — some funded for years — were placed on a "hit list" last month.

THE CORPS OF ENGINEERS and Interior Department reviewed the list after the announcement. At a news conference, Carter said he personally opposed construction of all 30 projects, but would await the reviews before making a final determination.

The nine projects that will be continued are: Tennessee-Tombigbee WaterRiver Waterway, Louisiana; and projects at Dayton, Ky.; Fulton, Ill.; Tyrone, Pa.; Bear Creek in Alabama and Mississippi; Dallas Creek, Colo.; Dolores, Colo., and Lyman, Wyo.

The five projects where major modifications are recommended were: Gulf outlet of the Mississippi River, La.; Tensas Basin, Ark. and La.; Booneville unit Central Utah Project, Utah; Central Arizona Project, Ariz., and the Garrison Diversion, N.D.

The 18 projects Carter recommended for deletion were for: Applegate Lake, Ore.; Atchafalaya River and Bayous Boeuf, Black and Chene, La.; Bayou Bodcau, La.; Cache Basin, Ark.; Grove Lake, Kan.; Hillsdale Lake, Kan.; LaFarge Lake, Wis.; Lukfata Lake, Okla.; Meramec Park Lake, Mo.; Richard B. Russell Dam, Ga. and S. C.; Tallahala Creek, Miss.; Yatesville, Ky.; Columbia Dam, Tenn.; Auburn, Calif.; Fruitland Mesa, Colo.; Narrows Project, Colo.; Oahe, S. D., and Savery-Pot Hook, Colo, and Wese.

Carter said that for the Auburn Narrows Project, Colo., and Oal projects "further analysis might ally lead to reinstatement or a

#### Changes at Reclamation . . .

- Changes and new directions were in the air
  - Mid-1970s Reclamation heavily into salinity control on the Colorado River
  - Environmental quality work
  - Water quality work
  - Water conservation
  - Water management
  - Reclamation became more involved in activities for Native American water rights settlements in the 1980s
    - Water rights settlement support
    - Water supply
    - Technical support



#### Changes at Reclamation (continued)

- Non-traditional staff positions have increased as a percentage of total staff
  - Examples include:
    - Biologists
    - Fisheries biologists
    - Archaeologists
    - Ecologists
  - 2004 Over 20% of Reclamation jobs
    - Environmental
    - Science
    - Computer jobs
- Staff declined



# 1980s Reclamation and Managing Water Resources

- Agricultural Reforms: Passage of the Reclamation Reform Act of 1982
- Raised the acreage limitation form 160 acres to 960 acres
- Recognized that the character of agriculture had changed
  - Farming had become more mechanized; requiring larger plots for success
- "Homemaking" had ceased to be a Reclamation goal
  - 160 acre land rule had become an anachronism







#### 1980s . . .

- 1987 Reclamation report stated "the era of constructing large federally financed water projects is drawing to a close"
- Future projects smaller in scale
- Project beneficiaries pay higher cost shares
- Environmental concerns have a higher priority
- Work closer with other Federal, state, and local agencies on qater management issues
  - Water Quality
  - Fish and Wildlife Concerns



#### **Continuing Evolution**

- Major reorganization in 1994 under the Clinton Administration
  - Staffing declined about 10 percent
  - Reclamation went from 40 project offices to 26 area offices
  - All Reclamation Instructions sunsetted and rewritten as appropriate
  - Assistant Commissioner Engineering and Research (Chief Engineer) eliminated
    - TSC created
    - Eliminated appropriated funding for engineering services
    - TSC reimbursed by office requiring work
  - Construction inspection staff was reduced
  - Authority was decentralized across Reclamation
  - Chain of command was shortened



# Water Management into the 21st Century

- Manage drought issues throughout the West
- Implement Interior's Water Smart Program
  - Proactive effort to avoid water crises that have plagued the West
  - Provide a basis for public discussion and recognition of water issues
  - Set a framework for working toward solutions to those problems
    - Efficiencies and uses of existing water supplies
    - Planning in order to avoid future crises
    - Development of new water supplies



Truckee River Basin in California and Nevada



### 21st Century Water Management

- New roles and opportunties
- Safety of Dams continues to be an important program
- Work on Native American water issues
  - Provide support in water rights settlements
  - Develop water resources for Native Americans
  - Provides technical support
- Reclamation assists on rural water projects
- Assists water users in developing water conservation programs
- Environmental concerns remain paramount
  - Protecting endangered species and habitat
  - Salmon issues along the Columbia River watershed



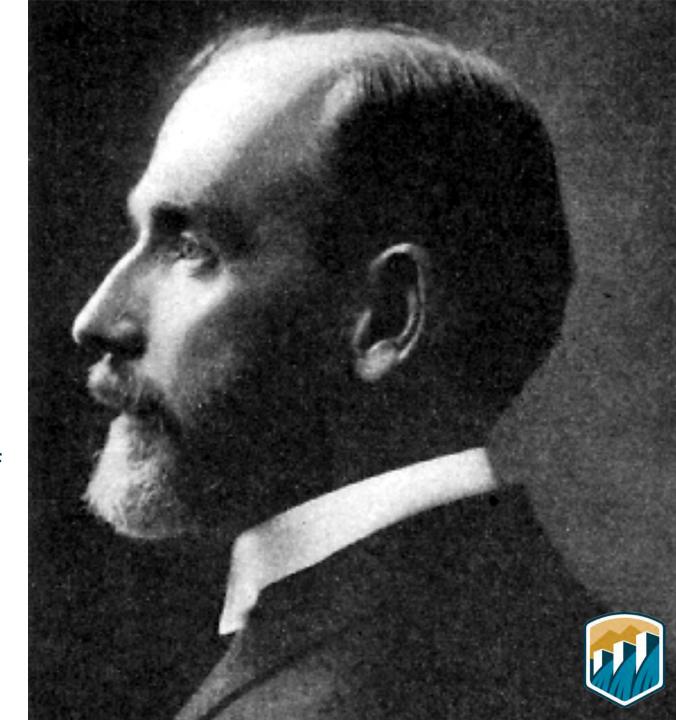
#### Frederick H. Newell, 1902-1914

Member of the Powell Irrigation Survey; headed USGS Hydrology Office

Reclamation's 1<sup>st</sup> Chief Engineer and Reclamation Service Director

Advocate of Reclamation's homemaking mission; deeply involved in the development of the Reclamation Act

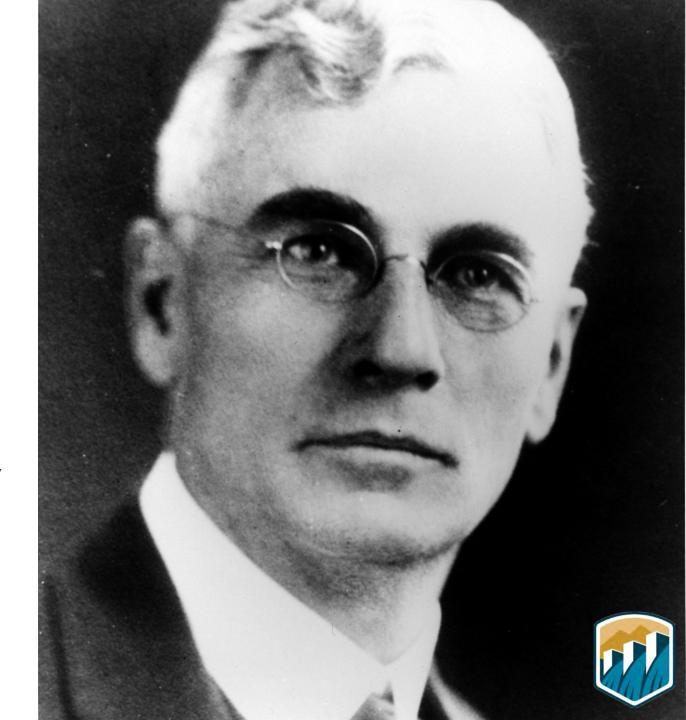
Oversaw development of Reclamation's organizational foundation



## Arthur Powell Davis, 1915-1925

- Nephew of John Wesley Powell, member of Powell Irrigation Survey
- First to advocate river basin development
- Directed lower Colorado River investigations co-author of 1922 Fall/ Davis Report, driving force behind construction of Hoover Dam

Davis Dam named in his honor



# Commissioner Elwood Mead, 1924-1936

Began career in western water as Wyoming State Engineer

**Suspicious of Reclamation Act** 

Led Reclamation through the turbulent times following 1923 Fact Finders Report (of which he was a member)

Oversaw Reclamation's resurgence through construction of Hoover and Grand Coulee dams





# Commissioner Michael Straus 1945-1952

Former newspaper editor; became First Assistant Secretary of the Interior, 1943

Led Reclamation through the postwar period

Under his regime, Reclamation budgets, at times, made up more than half the entire DOI budget



# Commissioner Floyd Dominy, 1959-1968

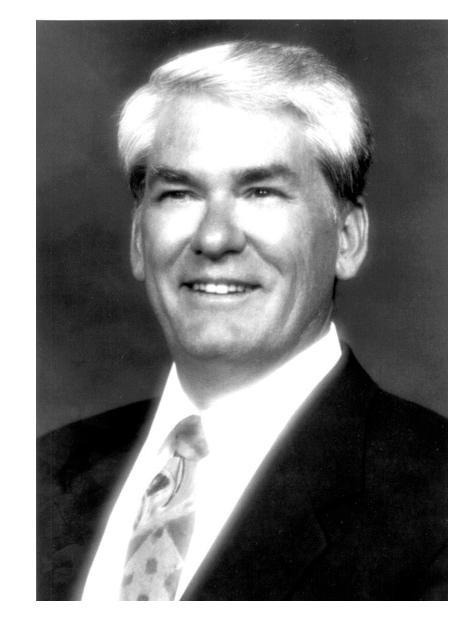
- Meteoric rise through the Reclamation ranks
- Charismatic and controversial; never met a river he wouldn't dam
- Led Reclamation through the turbulent 60s and served under three presidential administrations





### Commissioner Dan Beard, 1993-1995

- Directed the Bureau of Reclamation reorganization under the Clinton administration
- Pushed Reclamation's transition away from construction to water management
- Insisted Reclamation take new approaches toward water conservation and environmental issues





### **Reclamation Today**

- Focus on Infrastructure and Reliability
- Promote water storage and supply (WIIN Act 2016)
- Colorado River basin Drought Contingency Plans
- Reinstitution of the Chief Engineer directing:
  - Engineering and Science Program
  - Dam safety and infrastructure
  - Hydropower
  - Research and development
  - Water planning



#### **Reclamation Today**

#### **Arkansas Valley Conduit**

 Water supply line from Pueblo Dam to rural communities in SE CO

#### Navajo-Gallup Water Supply Project

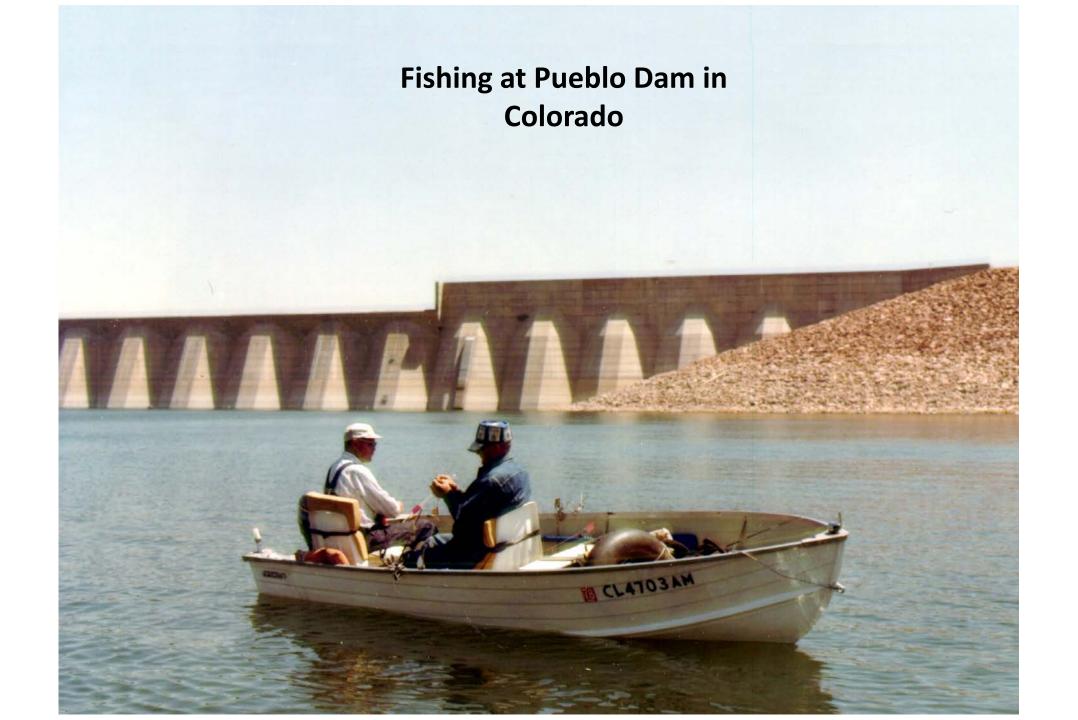
 Supply water to Navajo Nation, Jicarilla Apache Nation, and City of Gallup, NM

#### **Title Transfers**

2019 – Introduction of new Logo









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